

THE CITY OF
Martinsville
INDIANA



IV.D. Narrative Information Sheet

R05-21-A-056

1. Applicant Identification:

City of Martinsville
59 S. Jefferson Street
Martinsville, IN 46151

2. Funding Requested:

a. Assessment Grant Type: Community-wide

b. Federal Funds Requested:

i. \$300,000

ii. We are not requesting a Site-specific Assessment Grant waiver of the \$200,000 limit.

3. Location:

- a. City of Martinsville
- b. Morgan County
- c. Indiana

4. Property Information for Site-Specific Proposals: Not applicable

5. Contacts:

a. Project Director:

Mr. Mack Porter

Executive Assistant to the Mayor

765-342-2861, ext. 226

mporter@martinsville.in.gov

59 S. Jefferson Street

Martinsville, IN 46151

b. Chief Executive/Highest Ranking Elected Official:

Mayor Kenneth Costin

765-324-2861, ext. 226

kcostin@martinsville.in.gov

59 S. Jefferson Street

Martinsville, IN 46151

6. Population: City of Martinsville – 11,646 (2014-2018 American Community Survey (ACS) 5-Year Estimate)

7. Other Factors Checklist:

Other Factors	Page#
Community population is 10,000 or less.	
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	
The priority brownfield site(s) is impacted by mine-scarred land.	
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	Pg. 2
The priority site(s) is in a federally designated flood plain.	Pg. 2
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or will incorporate energy efficiency measures.	Pg. 3
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	

¹Because Applicant is a municipality (similar to a county), population data is reported in census tracts in which each priority site is located.



INDIANA DEPARTMENT OF ENVIRONMENTAL MANAGEMENT

We Protect Hoosiers and Our Environment.

100 N. Senate Avenue • Indianapolis, IN 46204
(800) 451-6027 • (317) 232-8603 • www.idem.IN.gov

Eric J. Holcomb
Governor

Bruno L. Pigott
Commissioner

October 28, 2020

Mr. Mack Porter, Executive Assistant to the Mayor/Grant Manager
Mayor's Office
City of Martinsville
59 S. Jefferson Street
Martinsville, Indiana 46151

Re: IDEM Acknowledgement Letter
U.S. EPA Brownfields Grant Proposal
Community-wide Assessment
City of Martinsville
Morgan County, Indiana

Dear Mr. Porter:

This letter is provided in support of the City of Martinsville's (City) proposal to the U.S. Environmental Protection Agency (U.S. EPA) for Brownfields Community-wide Assessment Grant funding. The Indiana Department of Environmental Management (IDEM) acknowledges that the City is applying for \$300,000.

It is IDEM's understanding that the City will use this funding to expand its existing brownfields inventory and prioritize sites based on redevelopment potential, possible threats to human health and the environment, community environmental justice, and community input. IDEM supports additional intentions to conduct environmental assessment activities systematically for at least six industrial/commercial properties within Census Tract 5109 (State Route 39 Corridor (SR39C)) and Census Tract 5108 (South-Central Corridor (SCC)) as the target area in the community, including other possible sites identified in the updated brownfield inventory.

IDEM believes that the City of Martinsville has demonstrated its commitment to redeveloping brownfields by taking advantage of financial and/or technical assistance offered by the Indiana Brownfields Program (e.g., Morgan County Community Service Center). This assessment grant funding will help the City continue its efforts to assess

brownfields in the community to facilitate large-scale mixed redevelopment plans (e.g., artisan manufacturing, commercial, residential, and recreational).

Should an opportunity arise for the City to need petroleum eligibility determinations and/or cleanup/closure or liability assistance at any of the sites investigated with this grant funding, IDEM realizes that the City plans to enroll sites for closure via the Indiana Brownfields Program or the IDEM Voluntary Remediation Program. IDEM and the Indiana Brownfields Program are committed to continuing their support of brownfield redevelopment in Martinsville by providing technical assistance and program coordination.

Based on the information submitted and experience, IDEM considers the City of Martinsville a good candidate to receive U.S. EPA grant funding to continue its brownfield redevelopment endeavors, which support Indiana's brownfield initiative. IDEM is pleased to assist and looks forward to continuing its partnership with the City of Martinsville. For further assistance, please contact Michele Oertel of the Indiana Brownfields Program at (317) 234-0235 or at moertel@ifa.in.gov.

Sincerely,



Bruce A. Oertel, Chief
Remediation Services Branch
Office of Land Quality

BAO/mmo

cc: (via electronic transmission)
Len Hinrichs, BCA Environmental Consultants, LLC

1 Project Area Description & Plans for Revitalization, a. Target Area & Brownfields, i. Background & Description of Target Area: Founded in 1822 on the banks of the White River, Martinsville (pop. 11,646) (2014-2018 ACS), is the Morgan County Seat, 25 miles southwest of Indianapolis. Our proximity to I-69/IN-37 allows quick access to Indianapolis, Chicago, Louisville, and Cincinnati. Once known as the “City of Mineral Water” due to our historical mineral spring spas, Martinsville grew as an agricultural/industrial city with numerous manufacturing industries including furniture, agricultural products, aquaculture, electronics, and plastics. Several railroads bisected the City and industry and commerce grew along these corridors. Historic neighborhoods developed, allowing residents to work and play near their homes. However, like many Midwest industrial towns, our manufacturing base has declined since the 1960s. Company closures and reductions in force have especially hurt our local workforce in the last 15 years (see 2.a.i). Of industries that survived, many moved to “greenfields” on the periphery or in the county leaving our downtown and industrial/commercial corridors in a state of decay. Historic neighborhoods in and around these corridors have been pulled down with this decline, leaving behind a community burdened with more than 25 brownfields. In addition, Martinsville has been troubled for over 40 years by numerous groundwater contaminant plumes beneath our city from chlorinated solvent (PCE and TCE) releases from industrial/commercial sources, including a US EPA Superfund Site (Pike & Mulberry St. PCE Plume) due to impacts to the City’s municipal well field.

However, there is a generational opportunity right now for revitalization of our city with the I-69 extension connecting Evansville, IN through Martinsville to Canada, offering new opportunities for access, connectivity, infrastructure investment, and residential neighborhood and downtown revitalization with a mix of public and private property investments. We’ve selected two target areas where EPA Brownfield Assessment Grant funding will have the greatest impact and ability to capitalize on this opportunity.

Northwest Corridor (NWC) - bounded by SR-39 to the west, Douglas St. to the north, Main St. to the east, and South St. to the south (within Census Tract 5108), this 0.28 mi² area in the northwest portion of Martinsville is made up of numerous commercial, municipal, and/or industrial properties located in low-income residential or mixed-use areas. Its high visibility due to its location between SR-39 and downtown Martinsville make the NWC a focal point of our community.

I-69 Corridor (I69C) - bounded roughly by SR-39 to the west, South/Anel Sts. to the north, Colifax St. to the east, and I-69/IN-37 to the south (within Census Tract 5109), this approximately 0.37 mi² area in the southern portion of our community is made up of industrial/commercial properties located in a low-income residential neighborhood along I-69/IN-37. The I69C is interspersed with historical brownfields from former industrial and commercial development.

The residents living among brownfields in the NWC/I69C experience lower income, higher poverty rate, and higher child poverty rate, when compared with the US, state, and City (2.a.ii.). Even with such social and economic constraints, we recognize the great redevelopment potential of our target areas and we have made a focused effort to invest in the NWC/I69C, repurposing and reshaping our businesses and commerce that have closed or moved away to address priority brownfields (1.a.ii) and leverage additional funding for these depressed areas of our community. Of primary significance, the City is strategizing how to balance greenfield development along the new I-69 with redevelopment of our many brownfields in our neighborhoods. We believe that a strategic investment of EPA assessment funds can steer the economic wave that I-69 will create to revitalize older areas of our City, near low income populations, providing benefits to preservation and sustainability. Our Revitalization Plans (1.b.i.) present I-69 strategies and identify mixed-use development, commercial and light industrial employment; affordable owner-occupied housing; more park/recreational space; and improved walkability as development goals for our target areas.

1.a.ii. Description of the Priority Brownfield Site(s): The brownfields targeted for this grant are vacant or underutilized commercial and/or industrial properties located in low-income residential and/or mixed-use areas of the NWC/I69C. To date, over 25 brownfield properties have been identified and inventoried in the City. Our priority brownfields impact the NWC/I69C neighborhoods in which they are located and threaten both the physical and financial wellbeing of our community (1.a.ii). Funding from this EPA grant will reduce risk by providing the initial investment stake to inform reluctant investors of the properties’ environmental conditions and help them understand the great investment potential of target area properties, rather than greenfield

development along I-69. For example, the environmental conditions of the lumber yard are unknown, adding to the already high health risks to adjoining neighborhoods from potential petroleum, solvents, and other industrial chemical releases. The City has plans to repurpose this site, removing the environmental and health threats, and transforming it into a much needed mixed-use greenspace and commercial/residential development, connected to our growing parks system which residents and non-residents alike can utilize (Revitalization Plans (1.b.i.)).

Our priority sites (Table 1) offer the greatest opportunity to trigger successful reuse/resurgence in our target areas. The historical uses of these sites, likely environmental issues, potential health effects to those exposed to these sites, and planned reuse are summarized below.

Table 1 – Priority Brownfield Sites and Impacts

Priority Site, Size, Proximity to Target Area Residents	Historic Use / Current Use & Condition / Planned Reuse (further discussed in Section 1.b.i.)	Suspected Contaminants*
Former Tuscarora Plastics -- 1.29 acres in NWC, adjoins low-income neighborhood, 600 ft. from daycare facility	Former plastics molding facility / Underutilized - buildings present / Mixed use redevelopment	Petroleum, asbestos, metals, VOCs, PAHs
Former Harman-Becker -- 17.42 acres in I69C, adjoins low-income neighborhood, < 450 ft. from elementary school, in fed. designated floodplain	Former automotive electronics manufacturer / Underutilized - buildings present / New manufacturing redevelopment	Chlorinated VOCs
Former Rogers Block Plant -- 11 acres in I69C, adjoins new I-69 & White River, in fed-designated floodplain	Former concrete block manufacturer / Underutilized - buildings present / Commercial redevelopment	Petroleum, VOCs, PAHs, asbestos
Former Marsh Store & Plaza -- 7 acres in NWC, adjoins low-income neighborhood	Former Marsh grocery store & shopping plaza / Underutilized - building present / Commercial redevelopment	petroleum, asbestos, VOCs, PAHs, metals
Crone Lumber -- 10 acres in NWC, adjoins municipal park	Lumber Yard / Underutilized - buildings present / Expand park, & greenspace, residential development	Petroleum, asbestos, VOCs, SVOCs, PAHs, metals
Supermarket Fuel & Food -- 2 acres in NWC, adjoins low-income neighborhood	Former co-op & fueling facility/ Vacant land / Mixed use redevelopment	petroleum, herbicides, pesticides, metals, VOCs
*According to the Agency for Toxic Substances and Disease Registry (ATSDR), the contaminants listed in Table 1 pose a real threat to human health. Health threats include damage to: skin, liver, kidneys, heart, spleen; nervous, respiratory, hormonal, blood, & immune systems; may also cause neurological damage, birth defects and cancer (www.atsdr.cdc.gov).		

These sites are our highest priorities because they will meet immediate needs in our community, align with our revitalization plans, and redevelopment is imminent if EPA funding is awarded. Once redeveloped, they will serve as examples of success, triggering more investment. If properties outside our target areas become a priority during the grant period, we may choose to invest some grant funding on them; however, our focus for this grant will remain the NWC/I69C.

1.b. Revitalization of the Target Area, i. Reuse Strategy & Alignment with Revitalization Plans: Our 2017 Martinsville Comprehensive Plan, 2019 Martinsville Downtown Action Plan, and Morgan County Parks & Recreation 2019 Master Plan (Revitalization Plans) specify the that the path for our community's economic growth and development focuses on quality, with a vision for a vibrant, diverse, and thriving destination/gathering place, with social and economic equity; environmental quality and integrity; community health; quality education and employment; access to amenities for all, and an enhanced role as a regional economic hub. We will attain this through collaboration, creativity, cultural vitality, inclusion, and sustainability, welcoming new residents and businesses with open arms, and continuing to develop in a methodical, logical way that capitalizes on existing assets and infrastructure. **We are poised to capitalize on the I-69 extension, and while it will provide an unprecedented jumpstart to Martinsville's economic resurgence, the key to revitalization of our target areas is brownfields reuse, for which an EPA brownfields grant is vital.** We are requesting \$300,000, the majority of which will be used to complete Phase I and Phase II ESAs in the NWC/I69C, providing the initial, highest risk investment necessary for brownfield reuse. Funding will also be committed to updating/prioritizing our existing inventory and conducting cleanup planning activities. These funds will help us attain reuse goals outlined in our Revitalization Plans, tackling environmental challenges associated with our priority sites to trigger further environmental and reuse funding (1.c.i). Increasing our stock of owner-occupied, moderate income housing and mixed-use commercial/residential properties near our downtown/ commercial centers will alleviate our housing shortage and aligns with our goal to increase the walkability/connection of our downtown to area neighborhoods. Morgan County is also working to

create a multi-use trail system for bikes and pedestrians that will connect Marion, Johnson, and Morgan counties through a trail network that will extend through Martinsville, including routes along the White River. Initial plans are underway to revitalize portions of the 45-block area surrounding the downtown courthouse square, partially located in the NWC, and containing the former co-op & fueling center priority site, for which the City has already invested in plans to redevelop into a mixed-use, residential/commercial property. The former plastics factory will become much needed mixed-use developments, the auto electronics manufacturer is slated for new manufacturing, the former food retailer and former concrete block plant will become new commercial businesses, and the lumberyard site will become a proposed greenspace. EPA grant funding is needed to fuel these aggressive revitalization efforts creating needed jobs, affordable housing, and walkable greenspace within our target areas, improving our residents' quality of life. Significant resources have already been pledged for the reuse of NWC/I69C properties (1.c.i), and with EPA funds to cover environmental costs, we will realize the outcomes outlined below.

1.b.ii Outcomes & Benefits of Reuse Strategy: Brownfield assessments will be linked to successful reuse outcomes, creating equitable, affordable housing; improving the economic competitiveness of our target areas; leveraging current and future investments; and creating unique, healthy, safe, and walkable neighborhoods, particularly in the NWC/I69C, where the largest number of low-income, minority, and other sensitive populations reside, supporting environmental justice goals. Additionally, Martinsville has several physical limitations to further greenfield development including the river floodplain to the west and south, steep terrain to the north, and the new I-69 extension to the east, making infill redevelopment essential to our growth. Reuse of brownfields will generate higher tax revenue for the City, and through increased investment, new jobs will be created, new residential units will be constructed, and property values will rise. Reuse of all the priority sites listed in 1.a.ii, has potential to create over 400 jobs and generate more than \$500K in annual income tax revenue. Additionally, since these target sites are in a designated Tax Increment Financing (TIF) district, incremental increases in property taxes will be retained for redevelopment purposes by the City. By our calculations, this could generate up to \$875K in annual incremental tax revenue which will be reinvested in the NWC/I69C.

Redevelopment of priority sites such as the former food retailer will remove environmental threats, eliminate blight, reduce crime, and stimulate private sector investment in surrounding properties, generating increased tax revenues on the adjoining and nearby sites. Temporary jobs to construct, remediate, and reuse sites, as well as permanent jobs to operate new businesses will be created, stimulating other private sector investment. During all phases of the revitalization process, we will promote/encourage the re-use of existing buildings and infrastructure, including implementing building codes that require or promote energy efficiency measures such as solar street lighting, energy efficient lighting, low-flow showers/toilets, geothermal heating/cooling, etc. Residents will benefit from increased property values or may seek housing with energy efficiency and less maintenance costs. One priority site (former concrete block plant) is located within our federally designated Opportunity Zone (OZ), and we will market it as an excellent tax shelter under OZ tax incentives, attracting private funds to our low-income areas. We have identified 6 Opportunity Funds in Indiana, and nearly 70 investing in OZ projects nationwide. We will engage them as brownfield revitalization progresses on this and other sites.

1.c. Strategy for Leveraging Resources, i. Resources Needed for Site Reuse: Our City has a history of leveraging investment in projects throughout the community. For example, the historic Martinsville Sanitarium and Morgan County Sheriff's Residence & Jail was recently transformed into the Retreat at Mineral Springs, a 38-unit affordable senior housing development completed by a private developer in 2018 for \$8.4M. More investment is planned, focusing on the NWC/I69C. Without EPA funding for the initial high-risk environmental assessment of these sites, brownfield revitalization will stagnate. Martinsville will pursue many different funding sources from the state and federal levels, as well as the private sector to use as leveraging as outlined below.

- *Private Funding* – Private developers have pledged > \$10M to redevelop downtown historic structures, residential/mixed-use commercial assets, and greenspace amenities on properties in the target areas and throughout the City.
- *Tax Increment Financing (TIF)* -- Property tax revenue used as a subsidy for redevelopment, infrastructure, and other improvements. Up to \$100K in TIF funding pledged by the City to aid in the redevelopment of brownfields.

- *Opportunity Zones (OZ)* – One of our priority sites is located within our federally-designated OZ (see 1.b.ii).
- *EPA* - Additional EPA Assessment, Cleanup, and Revolving Loan Fund (RLF) to further the brownfield reuse goals of the City (\$300K-\$1M)
- *Federal Highway Administration* - Infrastructure improvements like streets & pedestrian/bicycle pathways (Est. \$5M+)
- *Indiana Economic Development Corp.* - Tax credits & other incentives to help communities create a climate where pressures from taxes, investment costs, & red tape are lower (Est. \$1M+)
- *Indiana Brownfields Program* - Low-interest/partially forgivable loans for brownfield investigation and cleanup through the EPA-funded Revolving Loan Fund (Est. \$1M)
- *Indiana Finance Authority* - SRF funding generated from an interest rate discount on wastewater improvement project loans. The savings realized through the rate reduction can be used to remediate brownfield sites (\$500K+)
- *Indiana Brownfields Program* - Section 128A funding may be used to complete the investigation of sites identified and partially assessed in this Grant (est. \$75K)
- *Excess Liability Trust Fund* - State insurance funding for investigating and remediating eligible petroleum contaminated sites with underground storage tanks (up to \$2M)
- *Liability Insurance Funding* - Indiana courts have ruled that historical general liability policies must cover assessment and remediation costs on sites known to be contaminated. Using EPA Assessment Grant funding to demonstrate the presence of contamination will help trigger viable liability insurance policies to fund cleanup of environmental damages. The City will make efforts to apply this funding source to all eligible sites, including privately and municipally owned property (often \$1-3M/site). Insurance coupled with EPA assessment funding has been used on brownfields in many communities in Indiana, commonly leveraging hundreds of thousands, or even millions in assessment and cleanup funding.

A detailed funding plan will be developed for brownfield sites/areas as assessment projects progress, and each site will have a unique funding plan due to individual status and eligibility.

1.c.ii. Use of Existing Infrastructure: Our Revitalization Plans' land use goals emphasize the build-out of existing parcels, and rehabilitation and infill development in our city's traditional core neighborhoods before additional land is considered for development. Modern utility infrastructure is present in all target areas (3-phase electricity, natural gas, city water and sewer, telephone and fiber optic service), providing connectivity to new development. It is robust enough to handle the added capacity required by any planned reuse and will utilize existing services and other infrastructure (roads, curb cuts, on/off-street parking, & nearby utilities) to attract new investment in area brownfields, reducing site reuse costs. With revitalization ranging from residential to industrial, existing infrastructure will allow for easy access for commercial/industrial development, enabling residents the opportunity to work and live in the same neighborhood, creating a walkable community. Traditional transportation infrastructure will be complemented by pedestrian connectivity, bicycle improvements, and universal accessibility. All priority sites in 1.a.ii adjoin or are near I-69/IN-37 and IN-39, and revitalization will link them directly with the new I-69, other parts of the City, and other communities. Additional roads or trails necessary for planned reuse (including connection to planned regional trail systems) will be sought from the US Dept. of Transportation Better Utilizing Investments to Leverage Development (BUILD) Grant program. If additional infrastructure is needed, we will utilize a combination of local funds (when available) and CDBG funds to meet the development's infrastructure needs.

2. Community Need and Community Engagement, a. Community Need, i. The Community's Need for Funding: Martinsville needs US EPA's financial assistance because we do not have the necessary funds in our general budget (estimated \$13M for 2021) to address brownfields anywhere in our community, let alone in our target areas. Indicators of need in the NWC/I69C is evident in key economic and demographic factors suffered by our target area residents, including low income, poverty, and crime. MHI is 57% lower in I69C and 43% lower in NWC than the US; poverty is 80% higher in I69C and 72% higher in NWC than the US and IN; and child poverty is nearly 85% higher in CT 5109 (where I69C is located) and 66% higher in CT 5108 (where NWC is located) than the US (see 2.a.ii.(1) for exact

figures) (all stats from 2018 ACS unless otherwise noted). The large number of vacant buildings on Martinsville's brownfields has resulted in an overall increase in crime within the NWC/I69C, which according to City officials, is more than two times higher than in the City as a whole, further limiting local government resources, and priority brownfield sites listed in 1.a.ii add to the financial burden of target area residents by suppressing residential property values and adding to municipal expenditures through reduced tax base, and additional public safety services to brownfield sites due to criminal activity.

The loss of large, high paying employers (Harman-Becker, Indiana Power & Light, Marsh Foods, Indiana Health-Morgan Hospital, and Rural Metro Corp) have resulted in more than 350 lost jobs in the last 15 years. The drain of jobs and talent adds substantially to economic challenges facing our City, diminishing local income and property tax revenues and increasing poverty in our target areas.

The reuse goals for most of Martinsville's priority brownfield sites in 1.a.ii are to create a blend of mixed-use commercial with quality, affordable housing, additional park and trail greenspace, as well as appropriate industrial/commercial redevelopment to rejuvenate our workforce. With a budget currently only able to provide essential services and much-needed infrastructure maintenance, we lack the discretionary funds necessary to complete the proactive assessment and planning activities that this grant will provide, including clarifying environmental issues on brownfield sites, encouraging developers to seek out and invest in them, and eliminating the risk to the health and wellbeing of our residents and environment. Ultimately, this EPA grant will allow Martinsville to fulfill our revitalization needs for our target areas, creating unique, healthy, safe, and walkable neighborhoods.

2.a.ii. Threats to Sensitive Populations, (1) Health or Welfare of Sensitive Populations: Because many of our target area brownfields are in and around our most sensitive populations (low-income residents, children and elderly living in poverty, and women who are pregnant or of childbearing age), brownfields have likely adversely impacted their health. MHI (\$26,061 in I69C/\$34,397 in NWC) is significantly less than the US (\$60,293), IN (\$54,325), and City (\$46,635), resulting in a staggering number of target area residents living in poverty (26% in I69C/24% in NWC), much higher than the US/IN (14.1%), or City (19%). This is especially true for our children (36% living in poverty in Census Tract 5109 (where I69C is located) and 32.4 % in Census Tract 5108 (where NWC is located) vs. the US (19.5%) and state (19.8%). (all stats from 2018 ACS unless otherwise noted). Brownfield sites are often unsecured and trespassers, including children, risk exposure to toxic chemicals, asbestos, and unsafe structures, causing soil and groundwater contamination. Contaminants such as metals, petroleum, VOCs, SVOCs, PAHs, PCBs, glycols, lead paint, and asbestos are potentially causing harm to our sensitive populations including children and women who are pregnant or who may become pregnant. 79% of houses in the NWC/I69C are older than 1980, making them much more likely to contain lead-based paint, a significant threat to young children and pregnant women. For example, the former plastics manufacturer site, adjoining a low-income neighborhood, is potentially impacted with petroleum, asbestos, metals, VOCs, PAHs, and other contaminants that are known to cause various cancers which are experienced by Martinsville residents at the highest rate in Indiana, and much higher than the US rate (2.a.ii(2)). The proximity of the large number of brownfields to low-income neighborhoods in our NWC/I69C drives down housing values, suppresses commercial investment, and limits residents' access to adequate employment, resulting in a disadvantage for target area residents with no relief in sight.

An infusion of funding from this EPA grant will provide needed capital for the assessment of these blighted properties, clearing the way for remediation and revitalization of the NWC/I69C to include much needed affordable housing, increased greenspace, and connectivity through our growing trail system. The resulting resurgence of commerce will support new and revitalized local retail businesses which in turn will boost local employment with quality diversified jobs. Redeveloping our brownfields will increase tax revenues which will directly benefit Martinsville's underserved and sensitive populations, including removal of blight, reduction in exposure to toxic chemicals, lower crime, safer neighborhoods, and access to better public services. This will help our community to understand environmental conditions at our brownfields, reducing the risk of exposure, eliminating sources of contamination, improving the health of our community, and reducing environmental justice disparities within our underserved and sensitive populations.

2.a.ii(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions: Contaminants

from target area brownfields are affecting our residents' health. Many of the priority sites are believed to be impacted by PCBs, VOCs, petroleum, metals, asbestos, lead paint, etc. Studies on the health effects of exposure to these contaminants has been linked to higher incidences of cancer, thyroid conditions, and liver issues. As Table 2 below shows, Morgan County has extremely high incidences of cancers and liver disease, potentially linked to impact from nearby brownfields.

Table 2 – Health Indicators

State County Rank ¹	Disease/Health Condition ²	Morgan County Rate ³	Indiana Rate ³	Difference
1st*	All Cancers	553.7	467.2	18% higher
3rd	Breast Cancer (Females)	149.3	121.7	16% higher
3rd	Prostate Cancer (Males)	113.3	89.9	26% higher
7th	Chronic Liver Disease/Cirrhosis	16.9	12.6	34% higher
¹ Out of 92 Counties ² Source: 2018 IN State Dept. of Health Stats Explorer ³ Incidence per 100K Residents * Morgan Co. ranks 143 rd of 3,141 counties (top 5%) in US for all cancers (National Institute of Health State Cancer Profiles, 2013-2017)				

Contaminants such as sulfur dioxide in the air from nearly 70 years of historic power generation at the Eagle Valley coal-fired plant (located just 3 miles from Martinsville), congestive highway traffic, and nearby heavy urban industry, have affected residents' health. There are over 364 Martinsville properties with environmental records on the Indiana Department of Environmental Management's Database, the cumulative effects of which likely contribute to the adverse health conditions impacting our residents.

Finally, reduced access to and a reduced ability to pay for healthcare means that low-income and minority patients are less likely to receive recommended health care services (Urban Institute/Center on Society and Health - 2015), thus they are more likely to experience negative health effects from exposure to brownfield contaminants, again raising environmental justice issues. Though not available at the municipal level, this data is believed to be representative of our target areas due to the large number of economically vulnerable people living in them.

Removal of the sources of environmental contaminants present at brownfields in our community will reduce the exposure of our disadvantaged populations to these materials. This in turn will help to reduce the disproportionate incidences of disease and other poor health outcomes that these residents are currently experiencing. The first step is assessment of the environmental conditions of target area priority brownfields. Funding from this EPA assessment grant will initiate the revitalization of our low-income neighborhoods in NWC/I69C and downtown area by providing that initial infusion of capital to clarify the environmental condition of brownfields, reducing the hesitation of developers to invest in our vision for our community. The subsequent reuse and transformation of target area brownfields into productive residential, commercial, and recreational properties will result in more high-quality jobs, a higher tax base, less crime, and better overall health for the community.

2.a.ii(3) Disproportionately Impacted Populations: The public health impact from our target area brownfield properties and industrial operations, and their proximity to our sensitive populations, including impoverished and minority residents, has disproportionately exposed them to environmental pollutants, resulting in an inability to maintain their health and wellbeing, improve their condition, or even move away due to their financial situation, raising significant environmental justice issues. Per the Urban Institute/Center on Society and Health (2015), low-income residents become sick more frequently and more quickly, and die at younger ages on average than those in more affluent communities. Children living in poverty are 4 times more likely to be in poor or fair health than children in high-income households, and they experience higher rates of asthma, heart conditions, hearing problems, digestive disorders, and elevated blood lead levels. The extremely high poverty rate and low income in the NWC/I69C are significant when compared to US, state, and City figures (2.a.i). In addition, a large portion of Martinsville's small but growing minority population are concentrated in our target areas, putting them at higher risk from the effects of contaminants from years of industrial activity and the corresponding decline in the quality of life. Add in high commercial property vacancy rates and the associated increase in crime and it is easy to see that our impoverished and minority residents are at a distinct disadvantage, resulting in significant environmental justice concerns. For example, the Pike & Mulberry Street PCE Plume has been present in groundwater beneath Martinsville's low-income neighborhoods for decades, although the contamination is not from any of the target area priority sites. The health effects on Martinsville residents are not yet known, but chlorinated solvents like those released have been linked to numerous types of cancer and other health conditions.

Funding from an EPA grant will improve the economic status and health of disadvantaged residents by identifying the environmental conditions of area brownfields and reducing or removing the threats from contaminants, creating new affordable housing and opportunities for better jobs. New businesses created will provide employment for residents, increased tax base for the City, eliminate food desert concerns through commercial development that includes grocery stores, and an overall more vibrant economy for our future.

2.b. Community Engagement, i. Project Involvement & ii. Project Roles: Several project partners have pledged supporting roles for our brownfields program and grant (Table 3). This diverse assemblage of community groups can engage the community and the general public at a grassroots level. They have regional influence and local ties, maximizing the benefits they bring to the project.

Table 3 – Project Partners

Partner Name	Point of Contact	Description and Project Roles
Martinsville Chamber of Commerce	Jamie Thompson Taylor, CEO info@MartinsvilleChamber.com , 765-342-8110	Community business advocate - Provide meeting facilities, educate the public on brownfields & benefits of reuse, dissemination of information, assist with priority site selection
Rediscover Martinsville	John Badger, President, Nonresponsive – personally identifiable info 765-343-3603	Historic preservation organization - Provide planning, public outreach, historic preservation, downtown merchant & community liaison, façade grant funding, assist with priority site selection
Community Foundation of Morgan Co.	Brittani Bentley, President, info@cfmconline.org , 765-813-0003	Community philanthropic organization - Provide project planning, project funding, community project liaison, provide meeting space
Martinsville Redevelopment Commission	Greg McKelfresh, Chairman, Nonresponsive – personally identifiable info 765-342-3344	Redevelopment advocate - Promote brownfield sites for redevelopment, provide planning, local industry/state economic development liaison, encourage stakeholder involvement, seek leveraging resources
Habitat for Humanity of Morgan Co.	Joe Mills, Executive Director ed@morgancountyhabitat.org , 765-349-9003	Disseminate info about grant, provide public outreach, construct low income housing in target areas (when environmental conditions allow) , assist with priority site selection

2.b.iii. Incorporating Community Input: Martinsville has a culture of community involvement that we will maintain throughout this grant. Due to COVID-19, we have reduced the number of live community engagement events that are typically held. However, we were able to present information about this grant, announced our intent to apply for FY21, and distributed grant fact sheets at our Common Council public meeting on 09/14/20 (simulcast to the public). 6 to 9 outreach events (2-3 per yr.) will be held throughout the grant period to maintain stakeholder engagement and continue to gather public input on site selection and prioritization, assessment needs, cleanup decisions, mitigation measures from cleanup/redevelopment activity, and reuse planning. Outreach events, open to the general public, will be advertised through municipal and partner websites, local papers, radio, and social media platforms (earned media and other low-cost, no-cost or in-kind methods) ensuring that the entire community has an opportunity to provide input. Virtual meetings (Zoom, Teams, etc.) and surveys (SurveyMonkey) will be used when social distancing or other restrictions limit in-person community meetings due to COVID-19 or other causes. The community will be updated on progress throughout the grant and will have the opportunity to share input through comment opportunities on City and partner websites. For residents with limited internet or cellular network access, paper surveys will be available at local businesses, enabling community input without access to digital resources. The City has multi-lingual personnel available to advertise meetings, interpret presentations, or translate documents in Spanish or other languages as needed. We have already begun engaging target area residents, business owners, and community advocates to solicit their input regarding our brownfield project and will continue to do so during the grant period. A public meeting will be held in the first two quarters of the grant period to discuss the goals of the grant, initial planned activities, and a schedule for future community involvement. For subsequent meetings, personal invitations will be sent to residents directly impacted by priority sites, neighborhood groups, lenders, area businesses, and developers to maximize the engagement of these stakeholders. Regional developers will be contacted through the City, Planning Commission, and Chamber of Commerce to bring awareness of the redevelopment opportunities priority sites offer. When developers are identified, they will attend public meetings to describe their plans for reuse. As a project progresses, we will actively involve target area stakeholders in the decision-making process regarding site prioritization, assessment, site marketing, cleanup planning, and feedback on site reuse. As

stakeholder input is received, we will evaluate it against our development goals and available resources, adopting input that feasibly meets these criteria. As appropriate, we will utilize visioning sessions offered by the Kansas State TAB program to maximize the incorporation of community input.

3. Task Descriptions, Cost Estimates, & Measuring Progress, a. Description of Tasks/Activities &

Outputs: The City will begin grant-related activities immediately upon award confirmation, working to prepare a Work Plan approved by the EPA Project Manager. Once the Work Plan is approved, we will select a Qualified Environmental Professional (QEP) in accordance with 2 CFR 200.317 - 200.326. The City will update its existing brownfield inventory to use as a tool to help accomplish reuse goals. Inventoried sites are prioritized based on the following criteria, in no particular order: 1) reuse potential, 2) potential for environmental or human health impact and environmental justice, and 3) community input. Brownfield reuse progress will be tracked with regular entries into ACRES, public meetings, and coordination with the QEP. Martinsville and its QEP will complete the following tasks:

Task /Activity 1: Program Management, Training Support, Brownfield Inventory/Prioritization

i. *Project Implementation:* City staff will travel to regional and national brownfields conferences/meetings, participate in calls, meetings, and correspondence between the City, QEP, EPA, etc. to manage the grant's cooperative agreement. We will Complete Quarterly, DBE, Annual reports, and ACRES database entries. We will carefully track contractor costs, comparing to budget, expenditures, and project progress, to ensure that grant funds will be utilized within the prescribed 3-year project period. The City, with QEP support, will also update/prioritize the inventory under this task.

ii. *Anticipated Project Schedule:* QEP selected through a competitive bidding process before Cooperative Agreement period begins; correspondence will occur at least monthly (more frequently as specific project activities require) throughout the grant period; update and prioritize brownfield inventory the first 2 quarters, then as necessary for the remainder of the grant period; ACRES updates will be conducted at least quarterly throughout the grant period

iii. *Task/activity Leads:* City & QEP

iv. *Output(s):* Travel - City staff to regional/national brownfields conferences/meetings; prioritized inventory; project performance reports: Quarterly, Annual, and DBE Reports; ACRES Entries; calls, meetings, and correspondence between City, QEP, EPA to manage the grant's cooperative agreement.

Task/Activity 2: Env. Investigation

i. *Project Implementation:* Eligibility determinations will be completed under this task; The QEP will complete Phase I ESAs activities on sites selected by the City. All Phase I ESAs will be conducted by/in accordance with the ASTM standard for Phase I ESAs (E1527-13) and the All Appropriate Inquiry (AAI) rule. Areas of focus will include those already determined in the inventories as priority sites listed in Table 1; The QEP will prepare a Quality Assurance Project Plan (QAPP) which must be approved by the EPA. Once approved, the QEP, directed by the City, will complete Phase II ESAs (after the completion and EPA approval of the Sampling & Analysis Plan/Health & Safety Plan (SAP/HASP) based on environmental conditions identified in the preceding Phase I ESAs.

ii. *Anticipated Project Schedule:* Request eligibility determinations & finalize site access to initial sites for investigation-early 2nd Quarter of Grant period; Begin Phase I ESAs-2nd Quarter of Grant period; Submit QAPP to EPA for review/approval; QAPP approval & Phase II ESAs begin-3rd Quarter of Grant period; all Phase I ESAs completed-end of 11th Quarter of Grant period; all Phase II ESAs completed, and final contractor invoices submitted-45 days before end of grant period.

iii. *Task/activity Lead(s):* City & QEP

iv. *Output(s):* est. 10-12 Phase I ESAs; Quality Assurance Project Plan (QAPP), est. 6-10 Phase II ESAs.

Task/Activity 3: Clean-up Planning:

i. *Project Implementation:* The QEP, directed by the City, will prepare site specific clean-up plans/documents, including: Analysis of Brownfield Cleanup Alternatives, remediation plans, site closure letter requests, and clean-up funding development (1.c.i).

ii. *Anticipated Project Schedule:* Prepared after Phase I and II ESAs are complete, contamination is present, and cleanup is even necessary. Task 3 activities will continue throughout the grant period.

iii. *Task/activity Lead(s):* City & QEP

iv. *Output(s):* 5-10 cleanup planning documents

Task/Activity 4: Community Outreach & Involvement:

i. *Project Implementation:* 6-9 public meetings will be held during the grant period to update the

community on brownfield assessment progress and seek public input/involvement. Print and mail material for project/site information and marketing documents may also be funded under this task. The City will complete this task, assisted by the QEP, who will manage the technical aspects of the community outreach program, and will attend/participate in outreach events. Social media outlets and other online media will be developed/maintained, particularly during the COVID-19 pandemic, and outreach efforts will inform the public on the progress of brownfield investigation/cleanup planning activities and provide marketing resources for future development.

ii. Anticipated Project Schedule: 2-3 public meetings planned per year with the 1st planned for the 2nd Quarter of the grant period.

iii. Task/activity Lead(s): City & QEP

iv. Output(s): 6-9 public meetings to update the community on the brownfield assessment progress and seek public input and involvement; supplies: printed flyers, advertising, postage, etc.

We will work diligently to assure startup activities are completed per the schedule above. The City will allocate all grant funds to project properties before the final quarter of the grant period to assure that grant task activities are completed before the end of the 3-year cooperative agreement contract. Because there is an extremely high demand for assessments and site access has already been obtained for some of the highest priority sites in 1.a.ii, it is likely that funds will be spent prior to the end date. If additional grant funded activities occur at priority sites, they will occur after the inventory and prioritization is finalized (early 2nd quarter as indicated above). We are proactively communicating with representatives of privately-owned brownfields to gain access and resolve issues in anticipation of this grant funding as well as non-grant funded assessment activities. Such communication initiates the process for eventual property transfer and reuse, and create a positive dialog between property owners, local government, and impacted citizens. Prior to applying for site eligibility under the grant, an access agreement will be prepared and executed for each site being considered.

Nonresponsive – confidential business information



3.c. Measuring Environmental Results: Tracking, measuring, and evaluating progress will be achieved through meeting minutes, Quarterly and Annual Financial Reports, quarterly review/analysis of grant

performance, ACRES entries, completion of Work Plan tasks and track investments, including OZs. If planned outputs/outcomes are not achieved or milestones/project schedule outlined in 3.a are not being met, we will create a corrective action plan to identify deficiencies and make appropriate adjustments to achieve anticipated outputs on schedule. The Assessment Grant will also have the following measurable outcomes: sites/acreage assessed, jobs created/retained, redevelopment complete, number of parcels cleaned up/redeveloped, acreage made ready for greenspace/recreation, and leveraged monies. These and other statistics will be included in Quarterly Reports and ACRES submittals as data becomes available, which will allow the EPA to better evaluate and highlight the grant program success. At project end, the City will provide a final report to EPA and our residents summarizing project outputs and outcomes.

4. Programmatic Capability & Past Performance, a. Programmatic Capacity, i. Organizational Structure & ii Description of Key Staff: The City's Office of the Mayor and Planning & Engineering Department will manage this grant. These offices have previously managed many other economic development resources valued at well over \$20M over the past 10 years. They, along with other city staff, have the technical, financial, and administrative ability in place to implement this grant project successfully. Mack Porter, Executive Assistant to the Mayor, and Grant Liaison will serve as the City's Project Manager. Mr. Porter has been with the City since 01/01/2020 and manages the City's grant programs. He is a Certified Meeting Professional and has been an Event Professional for over 45 years. Mr. Porter will be assisted by Gary Oakes, Director of Planning & Engineering, who has been with the City since 01/01/2020. Both Porter and Oakes will aggressively use their previous brownfield redevelopment and small business growth experience to seek redevelopment opportunities for those sites without secured redevelopment contracts. Ms. Rebecca Tumey, Clerk-Treasurer will serve as the Grant Financial Manager and will be responsible for accounting and financial reporting. She has provided these services on many other grant and loan programs benefiting the City. In the unlikely event that a member of the team leaves their job prior to the completion of grant tasks, the depth of the City's team will allow for a seamless transition to other experienced members.

4.a.iii. Acquiring Additional Resources: City staff has a history of working cooperatively with state and federal environmental agencies and procuring contractors including QEPs. Through a competitive bidding and procurement process, the City will select a QEP/consulting firm experienced in administering EPA Brownfields Grants and working with Indiana Department of Environmental Management/Indiana Brownfields Program (IDEM/IBP). The team and execution plan outlined above will ensure timely and successful expenditure of funds within the prescribed 3-year project period. This team will be supported by other city departments including planning, finance, utilities, engineering, legal department, and office of the Mayor. As appropriate, we will utilize visioning sessions and other assistance/advice offered by the Technical Assistance for Brownfields (Region 5 TAB program) to maximize the incorporation of community input.

4.b. Past Performance & Accomplishments, ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements (1) Purpose & Accomplishments: The City has never received an EPA Brownfields grant. However, we have received other federal and non-federal assistance agreements as indicated in Table 5 below.

Table 5 – Past Federally/Non-Federally Funded Assistance Agreements

Funding Source	Project	\$ Received	Outputs/Outcomes
IHCDA	Home Winterization Program	\$100K	Winterization and necessary repairs to 10 homes city-wide
OCRA Community Development Block Grant	Water Supply and Treatment Improvements	\$750K toward \$6.2M project	Upgrade infrastructure, construct new testing laboratory, and install 3 new wells
Federal Emergency Management Agency	Flood Recovery	\$2M	Repair infrastructure, assist homeowners in recovery following catastrophic flooding

4.b.ii(2) Compliance with Grant Requirements: All funding assistance agreement terms and conditions were met for the above projects, including reporting the number of homes winterized and flood damage repaired; financial reports; quarterly progress reports; and final reports. All grant goals and outputs/outcomes (indicated in Table 5) were achieved, all reports were completed in a timely manner, and no corrective measures were needed. The OCRA CDBG was awarded in 01/2020 and work has recently begun, due to be completed in 2021. The City was fully compliant with the terms and conditions of these grant programs. 100% of the IHCDA, and FEMA grants have been/will be expended.

III.B. Threshold Criteria for Assessment Grants

III.B.1 Applicant Eligibility

The City of Martinsville meets the definition of a Local Government under 2 CFR 200.64 and is a political subdivision of the State of Indiana. It is therefore eligible to apply for and receive U.S. EPA Brownfields Assessment Grant funding.

III.B.2 Community Involvement

Involving our community and soliciting feedback regarding Brownfields activities and redevelopment plans are essential to our community's Brownfields program's success. Communication is a two-way process, and our ultimate goal is to keep the community informed and involved so they remain aware of potential concerns, questions and solutions. Martinsville will utilize numerous means to engage the community, solicit public and stakeholder participation, and advertise public meetings. Outreach events will be advertised through municipal and partner websites, local papers, radio, and social media platforms (earned media and other low-cost, no-cost or in-kind methods) ensuring that the entire community has an opportunity to provide input. Virtual meetings (Zoom, Teams, etc.) and surveys (SurveyMonkey) will be used when social distancing or other restrictions limit in-person community meetings due to COVID-19 or other causes. Regular public meetings have already been and will continue to be held to engage the public and encourage stakeholder and residents' participation in the EPA grant funded Brownfield activities. See Section IV.E.2.b. of the Narrative/Ranking Criteria for further information.

III.C. Expenditure of Assessment Grant Funds

This criterion is not applicable as Martinsville is not a current EPA Brownfields Assessment Grant recipient.

III.C. Additional Threshold Criteria for Site-Specific Proposals Only

This criterion is not applicable for a U.S. EPA Community-wide Brownfields Assessment Grant application.

Application for Federal Assistance SF-424

* 1. Type of Submission:

- ☐ Preapplication
☒ Application
☐ Changed/Corrected Application

* 2. Type of Application:

- ☒ New
☐ Continuation
☐ Revision

* If Revision, select appropriate letter(s):

* Other (Specify):

* 3. Date Received:

10/28/2020

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

* a. Legal Name: Martinsville, City of

* b. Employer/Taxpayer Identification Number (EIN/TIN):

35-6001104

* c. Organizational DUNS:

0059835180000

d. Address:

* Street1: 59 S. Jefferson Street

Street2:

* City: Martinsville

County/Parish: Morgan County

* State: IN: Indiana

Province:

* Country: USA: UNITED STATES

* Zip / Postal Code: 46151-0000

e. Organizational Unit:

Department Name:

Division Name:

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Mr.

* First Name:

Mack

Middle Name:

* Last Name:

Porter

Suffix:

Title: Executive Assistant to the Mayor

Organizational Affiliation:

* Telephone Number: 765-342-2861

Fax Number:

* Email: mporter@martinsville.in.gov

Application for Federal Assistance SF-424

* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

* Other (specify):

* 10. Name of Federal Agency:

Environmental Protection Agency

11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-20-06

* Title:

FY21 GUIDELINES FOR BROWNFIELD ASSESSMENT GRANTS

13. Competition Identification Number:

Title:

14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

* 15. Descriptive Title of Applicant's Project:

FY21 CITY OF MARTINSVILLE EPA COMMUNITY WIDE BROWNFIELDS ASSESSMENT GRANT FOR HAZARDOUS SUBSTANCES AND PETROLEUM

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

Application for Federal Assistance SF-424**16. Congressional Districts Of:**

* a. Applicant IN09

* b. Program/Project IN09

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

17. Proposed Project:

* a. Start Date: 10/01/2021

* b. End Date: 09/30/2024

18. Estimated Funding (\$):

* a. Federal	300,000.00
* b. Applicant	0.00
* c. State	0.00
* d. Local	0.00
* e. Other	0.00
* f. Program Income	0.00
* g. TOTAL	300,000.00

*** 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☒ c. Program is not covered by E.O. 12372.

*** 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

21. *By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ ** I AGREE

** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

Authorized Representative:

Prefix: Mr. * First Name: JOEL

Middle Name:

* Last Name: MARKLAND

Suffix:

* Title: CONSULTANT

* Telephone Number: 3175784233 Fax Number:

* Email: jmarkland@bcaconsultants.com

* Signature of Authorized Representative: JOEL MARKLAND * Date Signed: 10/28/2020